#### MINUTES OF THE HOUSE JUDICIARY COMMITTEE

The meeting was called to order by Chairman Mike O'Neal at 3:30 p.m. on March 18, 2004 in Room 313-S of the Capitol.

All members were present except:

Representative Rick Rehorn- excused Representative Dale Swenson- excused Representative Dan Williams- excused Representative Kevin Yoder- excused

#### Committee staff present:

Jill Wolters, Revisor of Statutes Diana Lee, Revisor of Statues Jerry Ann Donaldson, Kansas Legislative Research Department Cindy O'Neal, Secretary

Conferees appearing before the committee:

Kyle Smith, Kansas Bureau of Investigation Sgt. Randy Cole, Sedgwick County Sheriff's Office Tim Madden, Kansas Department of Corrections, Legal Counsel Ed Klumpp, Kansas Association of Chiefs of Police

The hearing on <u>SB 432 - applicants to be a law enforcement officer required to disclose criminal records</u>, was opened.

Kyle Smith, Kansas Bureau of Investigation, stated that this bill was designed to ensure a higher standard of law enforcement agents in Kansas. Kansas law prohibits a convicted felon from serving as a law enforcement official but does not allow the Kansas Law Enforcement Training Commission to do background checks. The ability to do so would ensure quality law enforcement agents across the state. (Attachment 1)

Sgt. Randy Cole, Sedgwick County Sheriff's Office, echoed Mr. Smith in that it's hard to get personal information they need in order to determine if the person applying for the job meets all the qualifications. (Attachment 2)

Tim Madden, Kansas Department of Corrections, Legal Counsel, believed that the bill was good public policy and requested that "law enforcement officer" be defined as found in K.S.A. 22-2202 & 74-5602. (Attachment 3)

Ed Klumpp, Kansas Association of Chiefs of Police, commented that they spend 30-40 hours on one background check and then might only know the date that the person left their previous job but not the reason why. This would allow law enforcement to use their time more efficiently. (Attachment 4).

The hearing on **SB 432** was closed.

The committee meeting adjourned. The next meeting was scheduled for March 29, 2004.



## **Kansas Bureau of Investigation**

Larry Welch Director

Phill Kline Attorney General

Testimony
Kansas Law Enforcement Training Commission
SB 432, Enhancing Law Enforcement Integrity
Kyle G. Smith
Before the House Judiciary Committee
March 18, 2004

Chairman O'Neal and Members of the Committee,

On behalf of the Kansas Law Enforcement Training Commission (KLETC), I appear in support of SB 432. This legislation is designed to help ensure the quality and integrity of Kansas law enforcement officers.

KLETC is the agency in charge of licensing law enforcement officers in Kansas. The commission is made up of law enforcement professionals from various backgrounds across the state and they strive to ensure Kansas law enforcement officers meet the highest standards of professionalism. SB 432 will assist in that effort.

Section one amends the Kansas expungement statute, K.S.A. 21-4619, to KLETC to access expunged records for purposes of issuing commissions and disciplinary action. Kansas law prohibits a convicted felon from serving as a law enforcement officer, even if the conviction is expunged. It only makes sense that the Commission be able to check those qualifications. Currently, the Commission is dependant on its investigator having access to such records, but his authority to then share that with the commission isn't perfectly clear. Section one should help in identifying unqualified applicants for a law enforcement commission.

House Judiciary Committee 3-18-04 Attachment 1 Section two is adapted from Texas law and amends part of the law enforcement training act to require documentation of why employment as a law enforcement officer is terminated. The purpose of this legislation would be to enable other law enforcement agencies that are considering hiring that officer to be accurately apprised of the circumstances as to why the officer left. Unfortunately, some agencies are reluctant to divulge problems with an employee that led to the firing or termination, normally out of fear of litigation. By requiring the information be available to potential new employers, this legislation will keep 'bad cops' from drifting from one agency to another without their previous bad acts being discovered. Agencies contemplating hiring such an officer will have access to this essential information and public safety will be better served.

Thank you for your time and consideration. I'd be happy to answer any questions.



### SEDGWICK COUNTY, KANSAS

#### SHERIFF'S OFFICE GARY STEED Sheriff

141 WEST ELM \* WICHITA, KANSAS 67203 \* TELEPHONE: (316) 383-7264 \* FAX: (316) 383-7758

## TESTIMONY Before the House Judiciary Committee March 18, 2004

Honorable Chairman O'Neal and members of the committee:

Thank you for the opportunity to testify today in support of Senate Bill 432 – specifically Section 2 as it relates to termination reports. I am the Sheriff of Sedgwick County, and this year marks my thirtieth anniversary as a law enforcement officer. Additionally, I chair the Kansas Sheriff's Association legislative committee and am a member of the Kansas Law Enforcement Training Commission. I am appearing on behalf of Sedgwick County and the Sedgwick County Sheriff's Office to offer support for this legislation.

As part of our hiring process, prospective employees are subjected to a thorough background investigation. Through this investigation, we examine many aspects of each applicant; to include contacting former employers. By contacting these employers, we try to gather information as to the applicant's abilities, attitude, reliability, work ethic, and other factors as they apply in the work environment. Unfortunately, it is becoming increasingly difficult to get this type of information. Citing fears of potential lawsuits or other legal actions, many employers will only confirm dates of employment and release no other information.

Law enforcement agencies, like other employers, are not immune from hiring the occasional person who is sub-par or who displays less than desirable characteristics. If such a person is dismissed or resigns from employment at one agency and applies at another, there is currently no mechanism in place to obtain reliable information regarding the person's status at termination, aside from information given voluntarily from the previous employer. As stated earlier, this

information is often hard to obtain. If the proposed legislation is enacted, the termination reports will provide valuable insight into those applicants who have been dismissed (sometimes repeatedly) for poor performance or misconduct, and who travel from agency to agency for periods of employment.

Once again, I support this bill, and believe that it will provide one more tool at our disposal to ensure that law enforcement agencies throughout the state maintain the highest caliber of employees with which to serve the public.

Gary E. Steed Sedgwick County Sheriff



KANSAS DEPARTMENT OF CORRECTIONS ROGER WERHOLTZ, SECRETARY

KATHLEEN SEBELIUS, GOVERNOR

Testimony on SB 432 to The House Judiciary Committee

By Roger Werholtz Secretary Kansas Department of Corrections

March 18, 2004

The Department of Corrections supports SB 432, however, the amendment of K.S.A. 21-4619 by SB 432 regarding disclosure of expunged criminal records for employment as a law enforcement officer does not include law enforcement officers who are not required to be certified by the Kansas Law Enforcement Training Commission. The Department urges amendment of SB 432 to included law enforcement officers who are not certified by the Law Enforcement Training Academy. The Department recommends that the definition of "law enforcement officer" provided by K.S.A. 22-2202 be included in SB 432.

Corrections and parole officers of the Department of Corrections are defined as law enforcement officers by K.S.A. 22-2202, 75-5247a, and 75-5214. Corrections and parole officers are certified as law enforcement officers by the Secretary of Corrections pursuant to K.S.A. 75-5212. Therefore, law enforcement officers in the employ of the Department of Corrections, as well as by certain other state and local law enforcement agencies, are not include in the definition of a "law enforcement officer" utilized by SB 432.

The definition of "law enforcement officer" used in SB 432, K.S.A. 74-5602, specifically excludes officers employed by the Juvenile Justice Authority, Department of Corrections, and as city or county corrections officers. The Department of Corrections believes the public policy embodied by SB 432 should be extended to candidates for employment as law enforcement officers with any law enforcement agency. Attached is a balloon setting out the amendment of SB 432 proposed by the Department.

The Department urges favorable consideration of SB 432 as it is proposed to be amended.

Session of 2004

#### SENATE BILL No. 432

By Committee on Judiciary

2-3

AN ACT concerning law enforcement officers; relating to the records thereof; termination of employment; amending K.S.A. 74-5611a and K.S.A. 2003 Supp. 21-4619 and repealing the existing sections.

Be it enacted by the Legislature of the State of Kansas:

Section 1. K.S.A. 2003 Supp. 21-4619 is hereby amended to read as follows: 21-4619. (a) (1) Except as provided in subsections (b) and (c), any person convicted in this state of a traffic infraction, cigarette or to-bacco infraction, misdemeanor or a class D or E felony, or for crimes committed on or after July 1, 1993, nondrug crimes ranked in severity levels 6 through 10 or any felony ranked in severity level 4 of the drug grid, may petition the convicting court for the expungement of such conviction or related arrest records if three or more years have elapsed since the person: (A) Satisfied the sentence imposed; or (B) was discharged from probation, a community correctional services program, parole, post-release supervision, conditional release or a suspended sentence.

(2) Except as provided in subsections (b) and (c), any person who has fulfilled the terms of a diversion agreement may petition the district court for the expungement of such diversion agreement and related arrest records if three or more years have elapsed since the terms of the diversion agreement were fulfilled.

(b) Except as provided in subsection (c), no person may petition for expungement until five or more years have elapsed since the person satisfied the sentence imposed, the terms of a diversion agreement or was discharged from probation, a community correctional services program, parole, postrelease supervision, conditional release or a suspended sentence, if such person was convicted of a class A, B or C felony, or for crimes committed on or after July 1, 1993, if convicted of an off-grid felony or any nondrug crime ranked in severity levels 1 through 5 or any felony ranked in severity levels 1 through 3 of the drug grid, or:

(1) Vehicular homicide, as defined by K.S.A. 21-3405 and amendments thereto or as prohibited by any law of another state which is in substantial conformity with that statute;

(2) a violation of K.S.A. 8-1567 and amendments thereto, or a viola-

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tion of any law of another state, which declares to be unlawful the acts prohibited by that statute;

- (3) driving while the privilege to operate a motor vehicle on the public highways of this state has been canceled, suspended or revoked, as prohibited by K.S.A. 8-262 and amendments thereto or as prohibited by any law of another state which is in substantial conformity with that statute;
- (4) perjury resulting from a violation of K.S.A. 8-261a and amendments thereto or resulting from the violation of a law of another state which is in substantial conformity with that statute;
- (5) violating the provisions of the fifth clause of K.S.A. 8-142 and amendments thereto, relating to fraudulent applications or violating the provisions of a law of another state which is in substantial conformity with that statute;
- (6) any crime punishable as a felony wherein a motor vehicle was used in the perpetration of such crime;
- (7) failing to stop at the scene of an accident and perform the duties required by K.S.A. 8-1602, 8-1603 or 8-1604, and amendments thereto, or required by a law of another state which is in substantial conformity with those statutes;
- (8) violating the provisions of K.S.A. 40-3104 and amendments thereto, relating to motor vehicle liability insurance coverage; or
  - (9) a violation of K.S.A. 21-3405b, prior to its repeal.
- There shall be no expungement of convictions for the following offenses or of convictions for an attempt to commit any of the following offenses: (1) Rape as defined in subsection (a)(2) of K.S.A. 21-3502 and amendments thereto; (2) indecent liberties with a child as defined in K.S.A. 21-3503 and amendments thereto; (3) aggravated indecent liberties with a child as defined in K.S.A. 21-3504 and amendments thereto; (4) criminal sodomy as defined in subsection (a)(2) or (a)(3) of K.S.A. 21-3505 and amendments thereto; (5) aggravated criminal sodomy as defined in K.S.A. 21-3506 and amendments thereto; (6) indecent solicitation of a child as defined in K.S.A. 21-3510 and amendments thereto; (7) aggravated indecent solicitation of a child as defined in K.S.A. 21-3511 and amendments thereto; (8) sexual exploitation of a child as defined in K.S.A. 21-3516 and amendments thereto; (9) aggravated incest as defined in K.S.A. 21-3603 and amendments thereto; (10) endangering a child as defined in K.S.A. 21-3608 and amendments thereto; (11) abuse of a child as defined in K.S.A. 21-3609 and amendments thereto; (12) capital murder as defined in K.S.A. 21-3439 and amendments thereto; (13) murder in the first degree as defined in K.S.A. 21-3401 and amendments thereto; (14) murder in the second degree as defined in K.S.A. 21-3402 and amendments thereto; (15) voluntary manslaughter as defined in K.S.A. 21-3403 and amendments thereto; (16) involuntary manslaughter as de-

fined in K.S.A. 21-3404 and amendments thereto; (17) involuntary manslaughter while driving under the influence of alcohol or drugs as defined in K.S.A. 2003 Supp. 21-3442 and amendments thereto; (18) sexual battery as defined in K.S.A. 21-3517 and amendments thereto; (19) aggravated sexual battery as defined in K.S.A. 21-3518 and amendments thereto; or (20) any conviction for any offense in effect at any time prior to the effective date of this act, that is comparable to any offense as provided in this subsection.

(d) When a petition for expungement is filed, the court shall set a date for a hearing of such petition and shall cause notice of such hearing to be given to the prosecuting attorney and the arresting law enforcement agency. The petition shall state: (1) The defendant's full name;

(2) the full name of the defendant at the time of arrest, conviction or diversion, if different than the defendant's current name;

(3) the defendant's sex, race and date of birth;

(4) the crime for which the defendant was arrested, convicted or diverted;

(5) the date of the defendant's arrest, conviction or diversion; and

- (6) the identity of the convicting court, arresting law enforcement authority or diverting authority. There shall be no docket fee for filing a petition pursuant to this section. All petitions for expungement shall be docketed in the original criminal action. Any person who may have relevant information about the petitioner may testify at the hearing. The court may inquire into the background of the petitioner and shall have access to any reports or records relating to the petitioner that are on file with the secretary of corrections or the Kansas parole board.
- (e) At the hearing on the petition, the court shall order the petitioner's arrest record, conviction or diversion expunged if the court finds that:
- (1) The petitioner has not been convicted of a felony in the past two years and no proceeding involving any such crime is presently pending or being instituted against the petitioner;

(2) the circumstances and behavior of the petitioner warrant the expungement; and

(3) the expungement is consistent with the public welfare.

(f) When the court has ordered an arrest record, conviction or diversion expunged, the order of expungement shall state the information required to be contained in the petition. The clerk of the court shall send a certified copy of the order of expungement to the Kansas bureau of investigation which shall notify the federal bureau of investigation, the secretary of corrections and any other criminal justice agency which may have a record of the arrest, conviction or diversion. After the order of expungement is entered, the petitioner shall be treated as not having been



- (1) Upon conviction for any subsequent crime, the conviction that was expunged may be considered as a prior conviction in determining the sentence to be imposed;
- (2) the petitioner shall disclose that the arrest, conviction or diversion occurred if asked about previous arrests, convictions or diversions:
- (A) In any application for licensure as a private detective, private detective agency, certification as a firearms trainer pursuant to K.S.A. 2003 Supp. 75-7b21, and amendments thereto, or employment as a detective with a private detective agency, as defined by K.S.A. 75-7b01 and amendments thereto; as security personnel with a private patrol operator, as defined by K.S.A. 75-7b01 and amendments thereto; or with an institution, as defined in K.S.A. 76-12a01 and amendments thereto, of the department of social and rehabilitation services;
- (B) in any application for admission, or for an order of reinstatement, to the practice of law in this state;
- (C) to aid in determining the petitioner's qualifications for employment with the Kansas lottery or for work in sensitive areas within the Kansas lottery as deemed appropriate by the executive director of the Kansas lottery;
- (D) to aid in determining the petitioner's qualifications for executive director of the Kansas racing commission, for employment with the commission or for work in sensitive areas in parimutuel racing as deemed appropriate by the executive director of the commission, or to aid in determining qualifications for licensure or renewal of licensure by the commission;
- (E) upon application for a commercial driver's license under K.S.A. 8-2,125 through 8-2,142, and amendments thereto;
- (F) to aid in determining the petitioner's qualifications to be an employee of the state gaming agency;
- (G) to aid in determining the petitioner's qualifications to be an employee of a tribal gaming commission or to hold a license issued pursuant to a tribal-state gaming compact;
- (H) in any application for registration as a broker-dealer, agent, investment adviser or investment adviser representative all as defined in K.S.A. 17-1252 and amendments thereto; or
- (I) in any application for a commercial guide permit or associate guide permit under K.S.A. 32-964, and amendments thereto; *or*
- (J) in any application for employment as a law enforcement officer as defined in K.S.A. 74-5602, and amendments thereto;
- (3) the court, in the order of expungement, may specify other circumstances under which the conviction is to be disclosed;
  - (4) the conviction may be disclosed in a subsequent prosecution for



or K.S.A. 22-2202

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an offense which requires as an element of such offense a prior conviction of the type expunged; and

(5) upon commitment to the custody of the secretary of corrections, any previously expunged record in the possession of the secretary of corrections may be reinstated and the expungement disregarded, and the record continued for the purpose of the new commitment.

(g) Whenever a person is convicted of a crime, pleads guilty and pays a fine for a crime, is placed on parole, postrelease supervision or probation, is assigned to a community correctional services program, is granted a suspended sentence or is released on conditional release, the person shall be informed of the ability to expunge the arrest records or conviction. Whenever a person enters into a diversion agreement, the person shall be informed of the ability to expunge the diversion.

(h) Subject to the disclosures required pursuant to subsection (f), in any application for employment, license or other civil right or privilege, or any appearance as a witness, a person whose arrest records, conviction or diversion of a crime has been expunged under this statute may state that such person has never been arrested, convicted or diverted of such crime, but the expungement of a felony conviction does not relieve an individual of complying with any state or federal law relating to the use or possession of firearms by persons convicted of a felony.

(i) Whenever the record of any arrest, conviction or diversion has been expunged under the provisions of this section or under the provisions of any other existing or former statute, the custodian of the records of arrest, conviction, diversion and incarceration relating to that crime shall not disclose the existence of such records, except when requested by:

(1) The person whose record was expunged;

(2) a private detective agency or a private patrol operator, and the request is accompanied by a statement that the request is being made in conjunction with an application for employment with such agency or operator by the person whose record has been expunged;

(3) a court, upon a showing of a subsequent conviction of the person whose record has been expunged;

(4) the secretary of social and rehabilitation services, or a designee of the secretary, for the purpose of obtaining information relating to employment in an institution, as defined in K.S.A. 76-12a01 and amendments thereto, of the department of social and rehabilitation services of any person whose record has been expunged;

(5) a person entitled to such information pursuant to the terms of the expungement order;

(6) a prosecuting attorney, and such request is accompanied by a statement that the request is being made in conjunction with a prosecu-

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tion of an offense that requires a prior conviction as one of the elements of such offense;

- (7) the supreme court, the clerk or disciplinary administrator thereof, the state board for admission of attorneys or the state board for discipline of attorneys, and the request is accompanied by a statement that the request is being made in conjunction with an application for admission, or for an order of reinstatement, to the practice of law in this state by the person whose record has been expunged;
- (8) the Kansas lottery, and the request is accompanied by a statement that the request is being made to aid in determining qualifications for employment with the Kansas lottery or for work in sensitive areas within the Kansas lottery as deemed appropriate by the executive director of the Kansas lottery;
- (9) the governor or the Kansas racing commission, or a designee of the commission, and the request is accompanied by a statement that the request is being made to aid in determining qualifications for executive director of the commission, for employment with the commission, for work in sensitive areas in parimutuel racing as deemed appropriate by the executive director of the commission or for licensure, renewal of licensure or continued licensure by the commission;
  - (10) the Kansas sentencing commission;
- (11) the state gaming agency, and the request is accompanied by a statement that the request is being made to aid in determining qualifications: (A) To be an employee of the state gaming agency; or (B) to be an employee of a tribal gaming commission or to hold a license issued pursuant to a tribal-gaming compact;
- (12) the Kansas securities commissioner or a designee of the commissioner, and the request is accompanied by a statement that the request is being made in conjunction with an application for registration as a broker-dealer, agent, investment adviser or investment adviser representative by such agency and the application was submitted by the person whose record has been expunged; or
- (13) the department of wildlife and parks and the request is accompanied by a statement that the request is being made to aid in determining qualifications for a permit as a commercial guide or associate guide under K.S.A. 32-964, and amendments thereto; or
- (14) the Kansas law enforcement training commission and the request is accompanied by a statement that the request is being made to aid in determining certification eligibility as a law enforcement officer pursuant to K.S.A. 74-5601 et seq., and amendments thereto.
- Sec. 2. K.S.A. 74-5611a is hereby amended to read as follows: 74-5611a. The director shall establish and maintain a central registry of all Kansas police officers or law enforcement officers. The director shall pro-

(15) a law enforcement agency and the request is accompanied by a statement that the request is being made in determining eligibility for employment as a law enforcement officer as defined by K.S.A. 22-2202, and amendments thereto.

vide forms for registration and shall refuse any registration not submitted on such form in full detail. Within 30 days of appointment, election or 3 termination, every city, county and state agency, every school district and every community college shall submit the name of any person appointed or elected to or terminated from the position of police officer or law enforcement officer within its jurisdiction. Upon termination, the agency head shall include a report explaining the circumstances under which the officer resigned or was terminated. Such termination report shall be available to the terminated officer and any law enforcement agency to which the terminated officer later applies for a position as a police officer or law 10 enforcement officer. The director shall adopt a format for the termination 11 12 report.

- 13 Sec. 3. K.S.A. 74-5611a and K.S.A. 2003 Supp. 21-4619 are hereby 14 repealed.
- Sec. 4. This act shall take effect and be in force from and after its publication in the statute book.



# CITY OF TOPEKA James A. McClinton, Mayor

POLICE DEPARTMENT 320 S. Kansas Avenue, Suite 100 Topeka, KS 66603-3640 Tel: (785) 368-9551



Ed Klumpp, Chief Email: eklumpp@topeka.org Fax: (785) 368-9458 www.topeka.org

#### TESTIMONY BEFORE THE HOUSE JUDICIARY COMMITTEE IN SUPPORT OF SB 432 CONCERNING THE RECORDS OF TERMINATED LAW ENFORCEMENT OFFICERS MARCH 18, 2004

PRESENTED BY ED KLUMPP, CHIEF OF POLICE TOPEKA POLICE DEPARTMENT ON BEHALF OF THE TOPEKA POLICE DEPARTMENT AND THE KANSAS ASSOCIATION OF CHIEFS OF POLICE

I appreciate the opportunity to provide testimony on SB 432. The provisions of this bill will assure complete information is available to law enforcement agencies to make solid hiring decisions when considering applicants with prior law enforcement experience.

The position of a law enforcement officer carries high responsibilities. Officers are entrusted with the safety and security of the citizens and of other person's properties. They are frequently in a position where only their own character and integrity assures they will accept that responsibility. When an officer breaks that trust and commits an act where they show they cannot properly respond to this responsibility, they are disciplined and frequently discharged from their position. Many of these discharged officers will apply for a position with some other law enforcement agency.

Many agencies will not release details of the circumstances of an officers discharge fearing liability exposure. This is often times not the desire of the law enforcement executives but required by the governing bodies legal staff and/or personnel staff. The only information frequently released is the dates of employment. This is especially true when an officer is allowed to resign rather than face termination.

The result is a bad officer may be employed by another agency where the misconduct can be repeated. This bill does not prohibit the hiring of an officer who has been terminated. In some situations a terminated officer will learn from the experience and become a solid employee. But complete information regarding the termination or resignation is essential to making the determination of whether a second chance is appropriate.

The additional language requiring the applicant to disclose expunged records is an important inclusion in the statutes. Likewise, the authorization to release expunged records to the Training Commission for the purposes of determining the certification eligibility is necessary to allow the Commission to be effective.

The collection of termination data will assure the issues surrounding a termination or resignation is available to agencies considering hiring a former law enforcement officer. There will be no significant fiscal costs by the passage of this bill. However, the passage of this bill could result in significant fiscal savings to law enforcement agencies who would otherwise hire a bad officer. And more importantly the passage of this bill will avoid the damage that could be inflicted upon our citizens by a bad officer who would otherwise be hired. And since agencies must already report when law enforcement officers leave employment, passage of the bill will not create an additional report for law enforcement agencies but merely add a statement of the circumstances leading to the termination or resignation.

As a Chief of Police I urge you to recommend this bill favorably.

The Kansas Association of Chiefs of Police also urges you to recommend this bill favorably.

Ed Klumpp